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ABSTRACT

This final report contains an overall assessment of progress toward goals, a listing of positive and negative results, estimates of total project costs, man-years, and future, and an evaluation of the six project components for a comprehensive youth determined program in South Carolina, the Youth Service Agency. This program is said to have been established to involve youth in government and social decision-making processes in order to reduce the incidence of youth crime and delinquency and to provide employment and other self-improvements. The broad goals of the agency are said to consist of advocacy, coordination of services, and institution of new programs. Among the significant results listed are a decreased incidence of drug abuse, a raised level of youth employment, and an increased input of young persons to organizations having effect on youth. An unsuccessful resolution of the conflict between the agency's commitment to advocacy and the city's lack of desire to be associated with what were stated to be "politically sensitive" issues is listed as a negative finding or shortfall. A list of tables, exhibits, and graphs (including among others, a flow chart analysis of problems and problem causes, a summary of program approaches, and a project description) are included. (Author/AM)

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# FINAL REPORT

# ON THE

# YOUTH SERVICE AGENCY

# THE CITY OF ROCK HILL
# SOUTH CAROLINA

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The City of Rock Hill, South Carolina gratefully acknowledges the support of the Children's Bureau of the Department of Health, Education, and Welfare for the operation and success of the project called Youth Service Agency.

The Youth Service Agency was directed by Mr. John Gathings from February 1971 to September 1972, and Mr. Jerry Hiers from November 1972 to April 1974 and was supported by Grant No. OCD-MC-09 (C2).

# I. INTRODUCTION AND BACKGROUND

## Problem Analysis

During the planning year of Rock Hill's Model City Program in 1970, problem analysis was conducted for a range of broad concerns one of which was crime and delinquency. A service delivery gap became apparent since no agency dealth with youth on a comprehensive, planned, and systematic basis. There were several agencies providing a variety of services, but these services were piecemeal crisis intervention and usually focused on one problem aspect at a time. It was supposed that the shortfall in behavioral goal achievement was in large part caused by the juxtaposition of multi-problem complexities with relatively simple, single-view solutions. An analysis of problems and problem causes was developed in flow-chart form and is attached as Exhibit I.

## Conceptual Strategy

A range of intervention and change-agent projects were designed in the First Year Comprehensive Plan. A summary of program approaches related to crime and delinquency is attached as Exhibit II. However, the description of the Youth Service Agency project was placed in the section of the plan entitled Social and Community Services since "all of the proposed action programs are designed to attack the underlying causes of more than one of the problem areas. Even those that are limited in immediacy to one area are part of the overall scheme for a 'total attack' approach aimed at meeting the interrelatedness of problems."[1] The original project description is attached as Exhibit III.

The broad goals of the Youth Service Agency were encompassed in the headings of advocacy, coordination of services, and institution of new programs. The basic

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[1] First Year Comprehensive Plan, Part D.

purposes of the Youth Service Agency, subsumed under these goals were the creation of linkage mechanisms, the provision of a forum for youth, the improvement of youth-community relationships, and the provision of mechanisms to deal with delinquent prone youth outside of the judicial system.

The Youth Service Agency came into being along the lines of a mini-model city program. There was an initial planning year during which the Youth Planning Project (Exhibit IV) completed frontend process work to determine the content and structure of the Youth Service Agency. Two key recommendations were the Youth Advisory Council, analogous to the Model Cities Commission, and the Development Ford, analogous to MCP flexible monies. The intent of the development fund was to give the Youth Advisory Council a vehicle with which to institute new projects and services. "Grants" were to be made from the fund to sponsors of innovative, youth oriented activities in the City. As an adjunct, the council was to manage the fund by exercising financial responsibility over the "grants" and it was to monitor the projects it funded to be sure that they retained the integrity of their objectives as presented to the Council when a request for funds was made.

Organizational Overview

The project components were developed, implemented, and modified over time as the result of experience and as a response to environmental pressures. Social service was the original component and provided general counseling and a focal point for service delivery. YSA added a crisis intervention and drug abuse education component, called the Exit, in June 1971. The first members of the Youth Advisory Council (YAC) were selected in April 1971, and the Tutorial Workshop was started in October 1971. In 1973, the Exit was formally closed down, and the director went to work for the York County Council on Alcoholism and Drug Abuse, although his salary

was underwritten by the Development Fund. In May 1973, the Youth Employment Service began operations by obtaining odd-jobs and part-time jobs for youth. In July 1974, the project as a whole was contracted to the State Youth Bureau.

## II. CONTENT AND METHODOLOGY

The contents of this report are determined by the DHEW publication, A Guide For Recipients of Child Welfare Research and Demonstration Grants or Head Start Research and Evaluation Grants.

The report contains an overall assessment of progress toward goals, a list of positive and negative results, an estimate of total project costs and man-years, and an estimation of the projects' future. In addition, each project component is evaluated for the period July 1973 - June 1974.

For the project components, the evaluation will compare objectives, whether impact or process oriented, with what actually occurred. It is well to note that the project application contained objectives which were developed before project start. Over time, these objectives were refined as a result of experience toward the end of more specificity. However, the project intent has not changed to any great degree, even though the language of the original application and subsequent contracts differs slightly. Contract objectives for this past fiscal year are shown as Exhibit V. These objectives were amplified last fall during the City's budget cycle. The objectives and activities tied to dollars are shown in Exhibit VI.

The report methodology is not rigorous since it does not use the classicial research model to test assumptions and hypotheses. The criteria for the evaluation of the project are the purposes and objectives of the project. Data were gathered from monthly reports, agency files, Planning and Management files, interviews with other agency heads and Youth Service Agency clients, and conversations with YSA and other City personnel.

## III. PROJECT COMPONENT EVALUATION

### A. Tutorial Workshop

#### 1. Description

The Workshop provides basic education and instruction in academic areas to those who have been expelled, suspended or have dropped out. The students are usually referred from guidance counselors via the YSA caseworkers. Walk-ins are also introduced to the caseworkers so that followup can be accomplished. Each student is tested, and instruction is individualized. Over the past year, the climate of the Workshop has shifted from emphasis on a token (reward) system to that of a therapeutic community. The goal of the workshop has been to get a 50% return to school. On another level, the goal has been the habilitation of students so that they may function in a responsible and independent manner.

#### 2. Findings

a. A follow-up study was conducted covering the period April 1972 to August 1973. The total number of students was 76. Of these 76, 31 were still in school, 41 were out of school, and no information was available on 4. Of the 41 youth out of school, 9 are graduated and/or working, a 54% success level (including the 31 still in school).

b. For the past school year (August 1973 - May 1974), 28 youths have been in attendance at the Workshop. Of these 28, 19 are considered to have successful outcomes and 9 unsuccessful (5 in correctional institutions, 4 on the street). A successful outcome is defined as progress at the workshop, return to school with beneficial results, obtaining and holding a job,

or some other change which indicates integrated behavior. An unsuccessful outcome is defined as any situation in which the youth does not make responsible choices and remains an aimless victim, such as in an institution or drifting on the street.

3. Conclusions

   a. The workshop has exceeded the most expected level for its students.

   b. The conflict among the roles of the workshop coordinator has lessened during the past year due to a change in his perception and the shift of responsibility for behavior of students to students themselves.

   c. The success of the workshop appears to increase when students become better able to formulate their own goals and the coordinator assists them in developing options to achieve these goals. This process includes reality testing, seeing the implications of choices, and the shedding of self-defeating behavior. Academic skills are not efficacious, per se, but must be able to be applied as part of overall behavior and skills.

   d. The Workshop performs a valuable service not only for the School District but for the community as a whole.

4. Implications

   a. A mechanism should be instituted which would provide regular, periodic follow-up whenever a student leaves the Workshop for whatever reason.

b. The Workshop should continue to explore additional resources and skills which would contribute to the students' development of and in a "therapeutic" community.

B. Youth Advisory Council (YAC)

1. Description

The YAC is a 12 member group comprised on school age persons which provides advice and recommendations to the YSA staff related to advocacy and youth concerns, conducts youth-oriented projects, and manages a $10,000 Development Fund. The YAC meets once a month or more often as needed. The relevant objective of the YSA was to provide youth with an organization in which they had a predominant voice and through which they could speak to administrators and policy makers. Financial/budget expertise was to be developed via a seed money Development Fund.

2. Findings

a. The YAC organized a School Board Forum this last year. School Board candidates were invited to the forum to present their respective views on education and related issues. The forum was well-attended and was the first of its kind in Rock Hill.

b. The YAC organized and conducted the second annual Youth Arts and Crafts Festival in April 1974. There were some disgruntled participants due to erroneous prize award information printed by the local newspaper and some unhappy parents when the judges decided not to award prizes in one category of exhibits due to a "lack of originality."

c. Attendance of YAC members was sporadic this last year because of systemic difficulties and a lack of mature guidance.

d. The YAC supported via the Development Fund the Arts and Crafts Festival, a $1,900 Junior Achievement Project, and Camp ARC as major projects. The ideas for a Youth Center and a Festival in the Park were not able to be transitioned from concept to actuality.

e. One member of the YAC was asked to transfer to the Mayor's Human Relations Council by that council.

f. Several members of the YAC operated the "Wreck-Rec", a mobile van, in various neighborhoods last summer to conduct block parties. The van has a music/tape/P. A. system.

3. Conclusions

a. Over the life of the project, the YAC has been a dynamic catalyst for change. However, this last year, the YAC could be characterized as inconsistent. This situation, we surmise from conversations with staff, resulted from a desire of the YAC to be led and the ineffectual conduct of the YSA Coordinator.

b. There is a built-in tension between a group which advocates when the advocacy is directed towards the parent organization which is the ultimate decision and funding source. Often this conflict resulted in the growth of both bodies and a successful resolution of issues. However, this past year, the YAC reacted largely with frustration and inertia. When the list of "can't do's" became very large, the leadership of the YAC failed to exercise resourcefulness and regenerative capabilities.

c. The YAC enjoys a reputation in the community which exceeds the members' estimation of their collective worth since the members often focus myopically on short range results.

d. The input of the YAC, both through informal verbal means and formal, written documents has been valuable and effective in contributing to changes in larger systems such as the School District and the City.

e. The Development Fund did not actually "seed" many other projects. Alternative local funding support was difficult to obtain and most of the projects proposed did not have spin-off potential. Many of the items funded were of a charitable nature; the Fund was often used to fund items which could obtain no other source because of rigid agency guidelines.

C. Social Services/Counseling

1. Description

This component is primarily an information and referral and coordination of services operation. Social Services are provided to clients who are referred from a variety of agencies and walk-ins. Counseling sessions are held with clients to determine the nature of their difficulty, resources are identified to correct identified problems, and arrangements made to get the services from delivery agencies. Linkages are maintained between the caseworkers and the Tutorial Workshop, the Assessment Center of the Family Education/Day Care project, the Employment & Training Division of the City, York TEC, school guidance counselors, the Career Development Center,

Vocational Rehabilitation, Family Court, Family Planning, the Girls' Home, the Boys' Home, and the Attention Home.

The purpose of the Social Services component was to meet the needs of 100 youth by assisting them to move toward client-social worker determined goals.

2. Findings

a. From July 1973 to June 1974, 94 clients were served. During this time, 42 cases were closed and not reopened.

b. Closed Cases

1. Outcome: 13 found unskilled or semi-skilled employment, 2 completed a Nursing Assistant course, 8 returned to school and completed the school year, 1 passed the GED, 1 dropped out of the Nursing Assistant course, 2 completed the first quarter of York TEC and then failed out, 2 completed the General Office Clerk course at TEC and are employed, 2 are enrolled at TEC in a data processing course, 4 dropped out of TEC's GED program (1 moved away, 3 are unemployed), and 8 returned to school, dropped out, and re-enrolled in the Tutorial Workshop.

2. Assessment - the following scaling device was used by the caseworkers for evaluation purposes:

-2: most favorable outcome

-1: less than expected success

0: expected level of success with services

+1: more than expected success

+2: best anticipated success

and the results for the 42 closed cases are:

| Scale | Number | Percent | |
|---|---|---|---|
| -2 | 7 | 16.7 | |
| -1 | 10 | 23.8 | |
| 0 | 19 | 45.2 | |
| +1 | 4 | 9.5 | 59.5% |
| +2 | 2 | 4.8 | |
| | 42 | 100.0 | |

c. For the open cases, a 10% sample was taken and the progress toward goals using the same scaling looks like this:

-2: 0

-1: 2

0: 6

+1: 1

+2: 0

d. Referrals made - 87

45 - Tutorial Workshop

16 - Family Planning

12 - Employment sources

12 - York TEC

1 - Mental Health

1 - Employment Security Commission

e. Social Services was without one of the two full-time caseworkers from March 1974. Before he left, the caseworker attempted to spin off his cases to other agencies or otherwise close as many as possible without detrimental effects to the

clients. In April and May, a student doing her field placement with Winthrop College assisted the remaining caseworker with the case load. Since negotiations with the state were nearing completion, the caseworkers moved their clients through the delivery system so there would be no substantial breach in service when YSA transitioned to the state.

f. The Senior Youth Aide was a member of the Mini-Grant team and was on the staff of the Exit. He also is a licensed instructor of Parent Effectiveness Training (P.E.T.) and has done considerable private work with Values Clarification. Because of the skills, he is frequently called upon by the other community agencies to conduct workshops, make presentations, and perform crisis intervention.

3. Conclusions

a. This component has been successful when viewed by process or activity measures. One of the inherent difficulties faced by Social Services is that the caseworkers' efforts are proximate while ultimate outcomes for clients depend on the service delivery agencies.

b. Follow-up efforts have been more extensive this year than in previous years.

c. This component will contain the essence of the nature of the state operated Rock Hill Youth Bureau because of its linkages to other agencies.

d. The rapport with other agency staffs has improved since the Coordinator left the project due to the attitudes of the

caseworkers and their willingness to assist service agencies, and the formation of the Social Workers Club.

4. Implications

a. The issue remains of how to measure success without definitive specific goals for clients.

D. Youth Employment Service (YES)

1. Description

YES operated mainly an odd-job program, lining up jobs in or at people's homes during the year. Also several part-time, temporary jobs and a few full-time jobs were located especially during the summer months.

2. Findings

a. There were 122 unique individuals involved in YES from the beginning to present.

b. A total of $5,792 has been earned in odd jobs.

c. A total of 589 jobs and 3,637 hours have been worked in odds jobs.

d. These totals are disaggregated in Tables I and II and Graphs I and II.

e. 36 kids earned $12,307 in part-time jobs, 45 kids earned $44,079 in full time temporary jobs, and three people were placed in full time jobs ranging from $1.98 to $2.20 per hour.

3. Conclusions

a. The YES has made a significant impact via dollars generated, although substantial amounts of money accrued only to a handful of those kids who stayed with the program through the lean months.

TABLE I - DISTRIBUTION OF JOBS

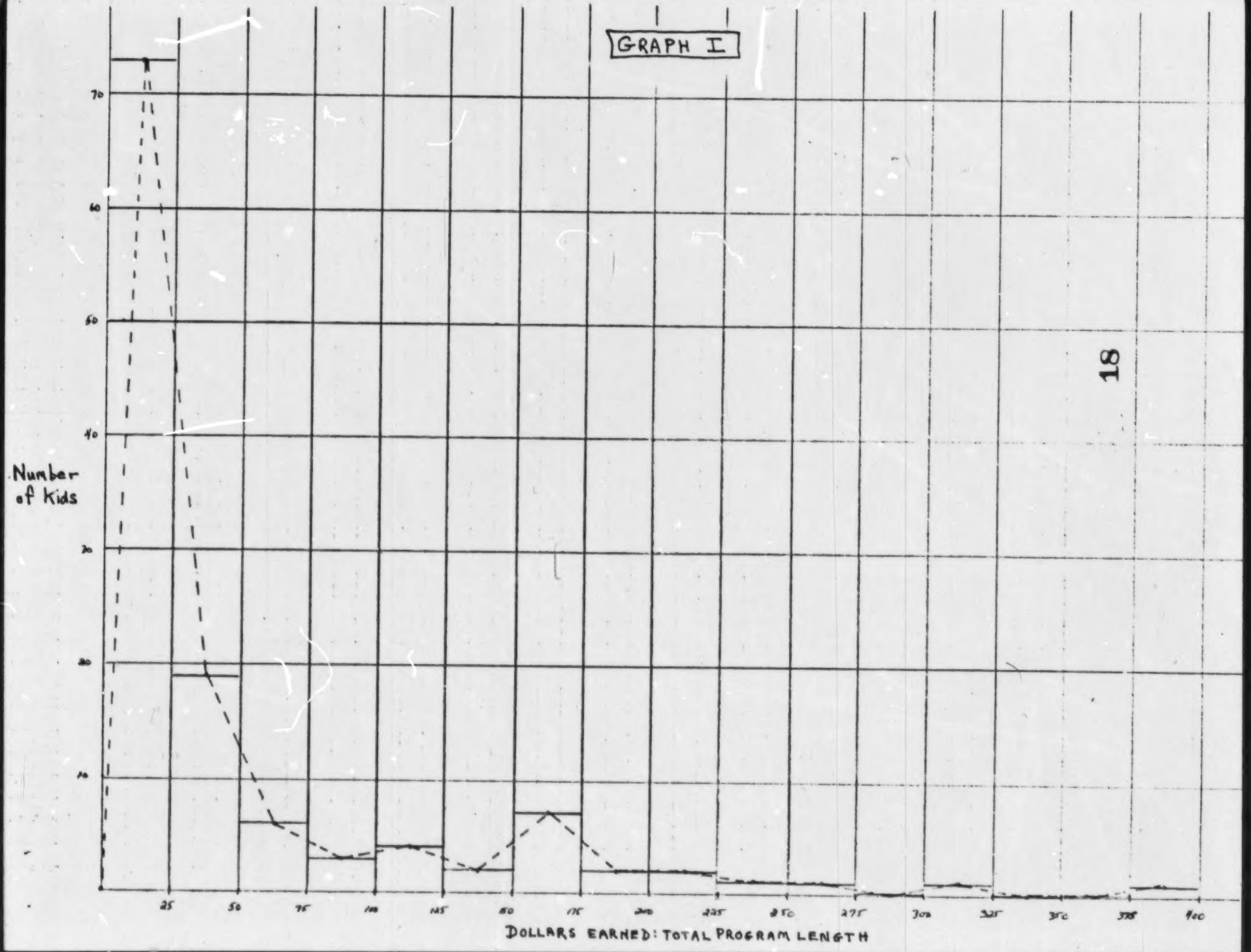
| NUMBER OF JOBS | MAY | JUNE | JULY | AUG | SEPT | OCT | NOV | DEC | JAN | FEB | MAR | APR | MAY | JUN | TOTAL |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| 1 | 8 | 12 | 9 | 16 | 4 | 6 | 6 | 11 | 4 | 10 | 8 | 9 | 15 | 18 | 136 |
| 2 | 1 | 3 | 3 | 2 | 1 | 5 | 1 | 2 | 6 | 1 | 3 | 5 | 5 | 4 | 42 |
| 3 | 3 | 1 | 4 | 2 | 4 | 3 | 2 | 2 | 2 | | 0 | 6 | 5 | 1 | 34 |
| 4 | 1 | 0 | 1 | 1 | 1 | 1 | 2 | 0 | | | 2 | 1 | 1 | 1 | 12 |
| 5 | | 1 | 1 | 0 | 2 | 0 | 1 | 1 | | | | 2 | 1 | 1 | 10 |
| 6 | | | 2 | 1 | 3 | 1 | 1 | 1 | | | | | 1 | | 10 |
| 7 | | | 1 | 3 | 0 | | 1 | | | | | | | | 5 |
| 8 | | | | 0 | 0 | | 2 | | | | | | | | 2 |
| 9 | | | | 2 | 0 | | 0 | | | | | | | | 2 |
| 10 | | | | 2 | 1 | | 1 | | | | | | | | 4 |
| | | | | | | | | | | | | | | | 582 |

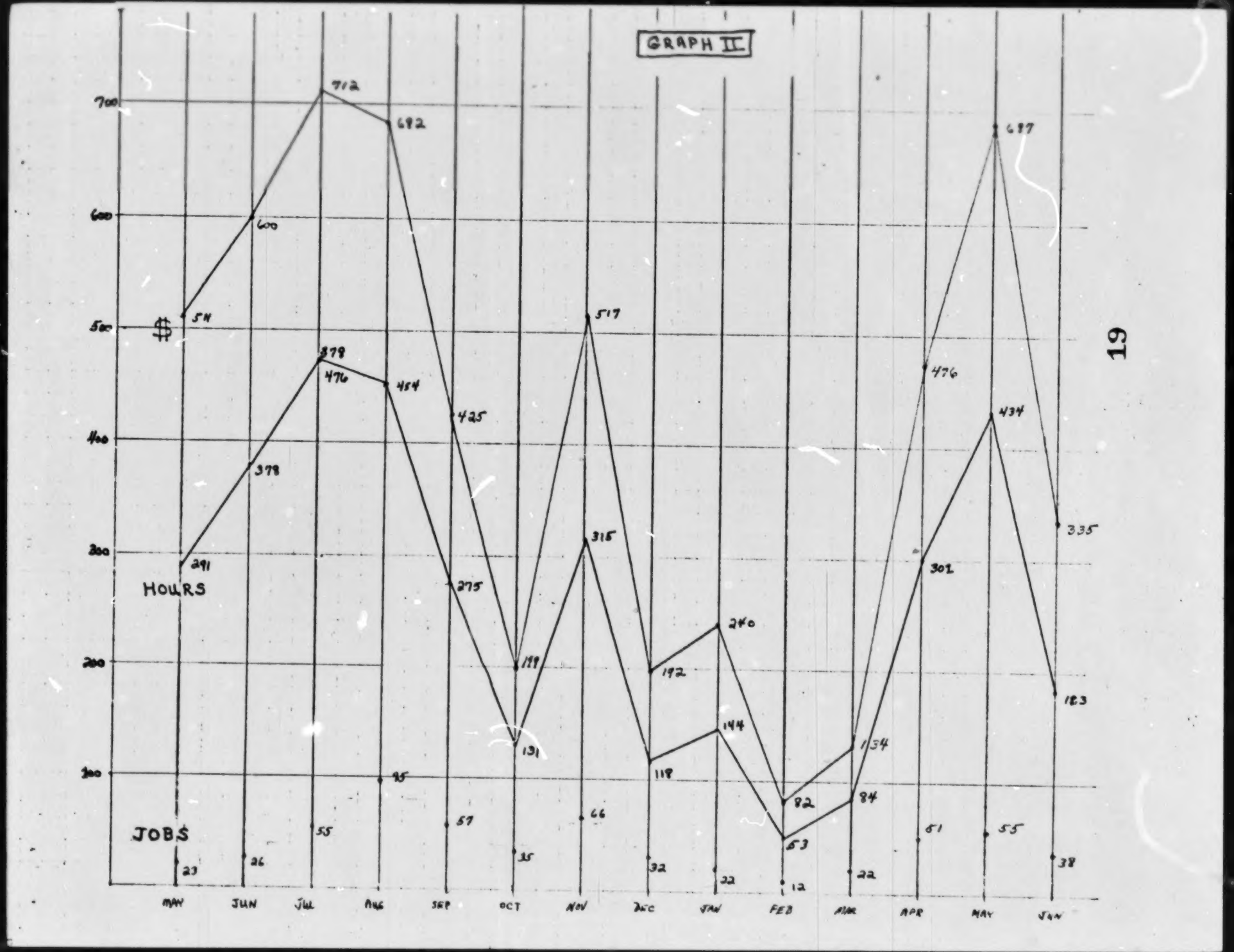
NUMBER OF KIDS

TABLE II - DISTRIBUTION OF $

| $$ | MAY | JUNE | JULY | AUG | SEPT | OCT | NOV | DEC | JAN | FEB | MAR | APR | MAY | JUN | TOTAL |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| 0-10 | 4 | 9 | 6 | 13 | 4 | 9 | 5 | 11 | 3 | 10 | 9 | 4 | 16 | | 116 |
| 11-20 | 4 | 2 | 3 | 6 | 1 | 5 | 3 | 4 | 6 | 1 | 4 | 11 | 4 | | 63 |
| 21-30 | 3 | 2 | 5 | 1 | 4 | 1 | 3 | 1 | 1 | | | 3 | 3 | | 28 |
| 31-40 | | 1 | 2 | 2 | 2 | 0 | 1 | 1 | 1 | | | 1 | 0 | | 12 |
| 41-50 | | 1 | 0 | 3 | 1 | 1 | 0 | | 0 | | | 2 | 1 | | 10 |
| 51-60 | | | 1 | 2 | 3 | | 3 | | 0 | | | | 1 | | 10 |
| 61-70 | | | 0 | 0 | | | 1 | | 1 | | | 1 | | | 3 |
| 71-80 | | | 1 | 0 | | | 1 | | | | | | | | 2 |
| 81-90 | | | 1 | 1 | | | | | | | | | | | 2 |
| 91-100 | | | | 0 | | | | | | | | 1 | | | 1 |
| 101-110 | | | 2 | 1 | | | | | | | | | | | 3 |
| 111-120 | | | | | | | | | | | | 1 | | | 1 |
| 121-130 | | | | | | | | | | | | 2 | | | 2 |
| 131-140 | | | | | | | | | | | | | | | |
| 141-150 | | | | | | | | | | | | | | | |
| 151-160 | | | | | | | | | | | | | | | |
| 161-170 | 2 | | | | | | | | | | | | | | 2 |
| 171-180 | | | | | | | | | | | | | | | |
| 181-190 | | | | | | | | | | | | | | | |
| 191-200 | | 2 | | | | | | | | | | | | | 2 |
| | 13 | 17 | 21 | 29 | 15 | 16 | 17 | 17 | 12 | 11 | 13 | 23 | 28 | 25 | $5792 |

NUMBER OF KIDS


GRAPH I
Number of kids
70
60
50
40
30
20
10
25
50
75
100
125
150
175
200
225
250
275
300
325
350
375
400
DOLLARS EARNED: TOTAL PROGRAM LENGTH


GRAPH II
700
600
500
400
300
200
100
$
HOURS
JOBS
MAY
JUN
JUL
AUG
SEP
OCT
NOV
DEC
JAN
FEB
MAR
APR
MAY
JUN
712
692
600
514
425
379
476
454
379
275
291
199
131
517
315
192
240
144
118
134
84
82
63
477
476
434
335
301
183
95
57
55
51
55
38
35
32
26
23
22
22
12
66

b. Income earned is a function of jobs performed. The curves are skewed because:

1. some kids stayed with the program, others decided to drop out of the job pool;
2. several kids arranged steady jobs with homeowners on their own,
3. several kids got part-time jobs; and some kids were not available when a job was open.

4. Implications - the future of this component is uncertain due to staffing changes during conversion to the State. However, the YES has meant a lot to a number of kids. Without YES, some kids might drop out of school to maintain the same income.

E. The Exit

1. Description

The Exit was modeled after an Open House concept although not much crisis intervention was intended. The Exit was intended to provide a "hassle-free" environment when kids could get straight information about the effects of drugs and the implications of drug related behavior.

2. Findings

a. In the words of a former staff member, "a lot of things happened that weren't reported. A lot of kids got their heads together."

b. Phone logs recorded conversations that were about 70% marital problems, 10% drug related, 10% personal business, and 10% miscellaneous.

c. The building became used as a "hangout" for persons the elder members of the community regarded as "long hairs, freaks, and hippies".

d. A "Bust-A-Pusher" phone number was published in the local newspaper as part of a law enforcement crackdown.

e. Community support waned as the controversy surrounding the projected increased.

f. The educational and group work functions of the Exit were placed under the management of the Council on Alcoholism and Drug Abuse, but remained financed through the Development Fund.

g. The Exit utilized the resources of the Southeastern Regional Drug Information and Resource Training Center (USOE) by participating on Mini-Grant teams. Subsequently, the Senior Youth Aide of YSA was active in arranging for Mr. Steve Glenn of the Training Center to put on a series of local workshops about "habilitation" which were excellent in themselves and effective regarding local institutions.

3. Conclusions

a. The Exit made a positive contribution to the community during its existence.

b. When the need for the project waned, the project was scaled down and spun off. Group work and educational presentations via workshops continued.

F. Administration

The most recent Coordinator of the YSA proved to be an ineffective manager. In addition, his personal demeanor irritated other agency heads and staff in the City to the point that the relationship of their respective agencies with YSA was severely strained. This person left employment with the YSA in April. Staff of the YSA did not function optimally during this time since they were unable to fill this leadership void themselves. This situation has been corrected with the transfer to the State, and relationships and working arrangements with other agencies have been and are being repaired.

## IV. SUMMARY

Overall Progress Assessment

The originally stated aims of the Youth Service Agency were to - establish a comprehensive, youth-determined program which will involve youth in government and social-decision making processes, reduce the incidence of youth crime and delinquency, and provide employment and other self-improvements.

The nature and role of the YSA was greatly influenced by the Youth Advisory Council, but it was not soley determined by youth. The YAC and other youth in the general community had to face the realities and constraints faced by other organizations. YAC members learned that "to be heard is not necessarily to be heeded." The YSA while advocating for youth, had to take into account and deal with the viewpoints of and pressures from other sub-systems within Rock Hill.

The political sophistication (or how to make the system work for you) of Rock Hill youth about systems and programs was greatly increased by the presence of the youth aides, good press coverage, and direct interaction of youth with decision-makers.

Youth crimes and delinquency have decreased in Rock Hill but the question of causal attribution cannot be answered definitively. In the total environment of Rock Hill, Neighborhood Centers and recreation facilities were built, law enforcement became more rigorous (a possible deterrent), the judicial system imposed harsh penalties for drug misdemeanors, and the Community Service Officer program was operative. It may be said that the various way that YSA reached increased their options considerably, and that without those options many young people would have taken to the life of street as preferable to remaining in systems in which they did not function well.

Employment has been provided in a meaningful way via the Youth Employment Service. This source of income is especially important for marginal students and for the self-esteem of those whom formal institutions have given up on.

An implicit objective of the Youth Service Agency was to weather controversies and funding uncertainties, iron out staff conflicts, keep interagency relationships in good repair, and survive (as long as the project was producing benefits and contributing positively to the community).

The plan and strategy for the YSA was created in 1969. A year later, Rock Hill was contacted by representatives of a state agency which at that time was called Juvenile Corrections. About two years later, the State produced a model program and structural organization for delivering services to youth, completing their conceptual transition from corrections to prevention and the habilitation of the whole individual outside correctional institutions whenever possible. It is not a coincidence that the State model very much resembles the Rock Hill model of YSA. After a period of neogitation, agreement on contractual provisions was reached. The State is funding the Rock Hill Youth Bureau at $100,000 and Rock Hill is contributing $8,000 in-kind and $5,000 cash. While much work and final modifications to the program depend on

the support and expertise of the State, essentially the State and Rock Hill have capitalized on the opportunity provided by HEW. The State is able to "hit the street running" by using the nuclei of the YSA's programs, picking up the most of the YSA staff, and operating out of Rock Hill's neighborhood centers. Especially important to the implementation of the regional concept of the State are the linkages to other allied youth serving agencies, linkages which must be created in other regions throughout the state. The Rock Hill experience enables the State Youth Bureau to shorten the time from drawing board to implementation.

Total Project Costs

YSA expenditures were $223,042.25. The estimate of the total professional man-years spent on the project is 32 (computed as 4 years x nucleus of 7 person staff + 1 year Drug Coordinator + 1 year YES Coordinator + 1 year professional summer assistance + 1 year combined fiscal and planning technical support services).

List of Significant Results

Positive

1. Transitioned the project to the State, ensuring the continuation of benefits.
2. Increased the input of young persons to organizations having effect on youth.
3. Provided substantial level of employment for youth.
4. Habilitated several hundred youth via the Workshop and facilitation of other services.
5. Increased the knowledge of youth regarding local resources.
6. Decreased the incidence of drug abuse.
7. Established good relationships with youth-impacting agencies.
8. Enabled several hundred youth to continue their education.

9. Enabled the YAC "to go it alone" in many instances, such as with discussion of a state-published Student Rights & Responsibilities Handbook.
10. Initiated several new projects in Rock Hill some of which may become annual, such as the Arts and Crafts festival.
11. Established the service coordination vehicles of the Program Coordinating Committee and the Youth Coordinating Committee.
12. Supported the operations of various community organizations and services- Camp ARC, a mentally retarded children's camp; sponsored kids at camp; sponsored a Junior Achievement project; CONTACT - a 24-hour counseling service; and the EXIT; paid for physical exams so kids could work or attend job training programs.
13. Impacted on local institutions, such as the School District, with research and a Summer Study devoted to curriculum design and a dropout survey.
14. Secured continuing HEW support throughout life of project until desired transition.

Negative/Shortfalls

1. Aggrevated for a short time: a) the School District by the distribution of a pamphlet called "Who Runs the Schools?" without the permission of the Superintendent; b) Vocational Rehabilitation and c) Family Court by the unjudicious actions of the former coordinator.
2. Unable to successfully resolve the conflict between the YSA's commitment to advocacy and the City's lack of desire to be associated with "politically" sensitive issues which might be against the City's best interests in the long run or might adversely affect the City's relationship with other local agencies.

3. The Newsletter turned into a "current events" list. Also, the Newsletter was barred from distribution in the schools after the pamphlet epsiode.

View of the Future

The future of the YSA looks promising. Staffing problems have been eliminated, and the transformation of the project into the Rock Hill Youth Bureau is an accomplishment which benefits both the State and Rock Hill now and has the potential for greater benefits in the future.

This present reality would simply not have been possible without the support, technical assistance, and encouragement of the Department of Health, Education and Welfare. We can look forward to continued positive impacts upon the lives of young people, not only in Rock Hill, but also in the state of South Carolina.

## EXHIBIT II

### SUMMARY OF PROGRAM APPROACHES

Most crime, delinquency and disorder in Rock Hill is associated with a complex of social conditions: Poverty, racial antagonism, family breakdown and the restlessness of young people. As evidenced in the flow chart, the Task Force saw four stages to prevent or reduce crime: The people, the police, the courts, and the corrections.

The strategy for the component is based on a number of factors. First, the belief that the two stages where a local government can be most effective, most quickly, is with the people and with the Police; second, that the obvious and most promising method of dealing with crime is by preventing it; and third, that juvenile delinquency is the largest and most serious crime problem in the Model Neighborhood Area. With this general strategy in mind, the Task Force recommended the following program approaches:

1. TO COORDINATE EXISTING SERVICES TO YOUTHS

Many public and private agencies concerned with the juvenile delinquency problem have offered help from many different angels and approaches. The Police Department, Welfare Department, Juvenile Court, Recreation Department, Civic Clubs, Schools, Church groups, etc. all have programs which can affect the juvenile's life.

The difficulty is that the services offered usually concentrate on one aspect of the problem. An individual delinquent may behave in a manner which is the result of combinations of the problems mentioned. Treating him for one thing in an isolated sense disregards his totality and individuality.

Presently no one is charged with linking these programs together into a total package. Most agencies dealing with the youth services have similar goals but they lack sufficient resources and/or expertise.

The objective for the first year action program is to create an atmosphere and the administrative machinery whereby coordination of services to youth can be achieved. Such coordination will induce the various resources of community life (such as religious, social, economic, medical and psychological) to combat youth problems so that the total resources of the community can be applied to the problem. This will be done primarily through the "Youth Service Agency" (see Social and Community Services) and the coordination mechanisms in Neighborhood Centers.

2. TO WORK WITH AND HELP YOUTHS BEFORE THEY GET INTO TROUBLE

There is a need for a program whose function and responsibility is to develop and monitor a plan of service for a group now handled inappropriately or not at all except in times of crisis.

The Youth Service Agency would have a broad range of services. The agency would work out of the Neighborhood Centers and would serve both delinquent and non-delinquent youths. Referrals to the Youth Service Agency would normally originate with the parents, schools, and other sources. Some referrals could

also be expected from the police and the Juvenile Court.

A primary function of the Youth Services Agency would be individually tailored work with pre-delinquent youths. The work might include group and individual counselling, work in recreational programs and counselling and special education. Neighborhood youths could be employed as outreach workers.

3. TO BRIDGE THE GAP BETWEEN THE POLICE AND CITIZENS

Work in this direction has already begun since it uses the existing Neighborhood Associations and Block Clubs.

The Neighborhood Association or a committee of the association could meet regularly with police officials to develop solutions to problems that might arise between the police and the residents. Examples of some of the things that Neighborhood Associations could do are:

A. The residents of the neighborhood could work with the Police Department to develop an orientation program for officers assigned to that neighborhood.

B. The Police Department could expand its public information program so that citizens would have a greater understanding of current police problems, policies and practices.

C. The police officers could have an opportunity to become more aware of the attitudes and opinions of neighborhood residents. At the same time neighborhood residents could learn of the constraints under which a police officer must work. In other words, it could serve to make each group more sensitive to the attitudes and opinions of the others.

D. In each block citizens could be assigned a particular time when they would watch for suspicious persons, incidents, or automobiles. These citizens against crime could call the police if they see a crime committed or a suspicious person or incident.

E. Citizens could be taught how to help prevent crimes against themselves and their property. They could distribute crime-deterrent literature in the neighborhood.

4. TO HELP MEET THE MANPOWER NEEDS OF THE POLICE DEPARTMENT BY EMPLOYING M.N.A. RESIDENTS

This objective would be met primarily by employing "Community Service Officers". The CSO would be a uniformed but unarmed member of the Police Force. His two major responsibilities would be to maintain close relations with juveniles in the area and especially to be alert to crime-breeding conditions or situations. The CSO would be between 17 and 21 and would be a type of apprentice policeman. He would work closely with a regular police officer.

This approach obviously meets a number of objectives other than just increasing the manpower of the Police Department. It might, for example, improve relations between the youth and police, supply the Police Force with trained officers when the CSO's become 21 years old and provide jobs for an age group that has extreme difficulty finding employment.

5. TO PROVIDE FREE LEGAL ADVICE AND REPRESENTATION TO MNA RESIDENTS WHO CANNOT AFFORD THE SERVICES OF A PRIVATE LAWYER

Many legal problems of MNA residents could be avoided if legal services were available to handle the problems before a crises developed. Although attorneys in Rock Hill have given generously of their time in carrying such legal services on a voluntary basis, they cannot meet all of the needs. An approach should be developed for providing legal services in the MNA pertaining particularly to husband and wife problems, parent and child problems, debt and loan problems, installment buying, landlord and tenant disputes and a variety of other similar legal problems.

6. TO WORK WITH THE REGIONAL PLANNING COMMISSION TO IMPROVE LAW ENFORCEMENT

Regional Planning Commissions have been established across the state. The local task force, planners, and administrative staff should develop the capacity to work with and for the Regional Planning Commission in law enforcement issues which can best be dealt with on an area wide basis. Particular emphasis should be placed on comprehensive law enforcement planning which can inter-relate the separate law enforcement elements -- police, courts, corrections, the criminal law and a variety of environmental factors and conditions.

7. TO ELIMINATE THE MOST OBVIOUS DETERRENTS TO REHABILITATION OF OFFENDERS

For many offenders, correctional institutions do not correct but are a positive detriment to rehabilitation. Others who have been rehabilitated find it difficult to successfully return to society because the label "criminal" has been indelibly impressed upon them. During the first year of the program, ways should be sought to establish a "pre-release center" for adult offenders and to establish methods of working with youth offenders within the community rather than by incarceration.

8. TO ALLEVIATE TO THE EXTENT POSSIBLE THE UNDERLYING SOCIAL, ECONOMIC AND PHYSICAL CAUSES OF CRIME BY DEALING WITH THESE CAUSES IN A COMPREHENSIVE FASHION AS OUTLINED IN OTHER TASK FORCE RECOMMENDATIONS

EXHIBIT III

# SUPPLEMENTAL FUNDED PROJECTS

## YOUTH SERVICE AGENCY

### PURPOSE AND BENEFICIARIES:

At this time there is no agency in our community whose function and responsibility is to develop and monitor a plan of service for youths until there is a crisis in their lives. There are many public and private agencies concerned with the juvenile delinquency problem that offer help from many different perspectives. The Police Department, Welfare Department, Juvenile Court, Recreation Department, Civic Clubs, Schools, Church groups, etc. all have programs which can affect the Juvenile's life.

The difficulty is that most of these services concentrate on one aspect of the problem. An individual youth may behave in a manner which is the result of combination of problems, treating him for one thing in an isolated sense disregards his totality and individuality as a person.

Presently no one is charged with linking these programs together into a total package and working with youths before they become delinquents. Most agencies dealing with the problem have similar goals but there is not enough pooling of resources and/or expertise.

The objective for this program in the first action year is to create an atmosphere and the administrative machinery whereby coordination of services to youth can be achieved. Such coordination will induce the various resources of community life (such as religious, social, economic, medical and psychological) to work together to combat youth problems so that the total resources of the community can be applied to the problem. Many local organizations have the resources and willingness to help but lack the experience or ability to undertake specific programs without some guidance. One of the primary purposes of the program during this first year would be to harness these volunteer resources so that more programs for youth could be initiated and developed.

Other basic purposes of the Youth Service Agency would include:

Providing the youth with an organization in which they would have a predominant voice and could speak through.

To improve youth-community relations.

To provide a mechanism for dealing with delinquent prone youth outside of the judicial system.

### CONTENT:

The Youth Service Agency would have a broad range of services and certain mandatory functions. A primary function of the first year is the organization of the youth so that they can determine the specific youth programs which will have the greatest effect upon themselves and the community. An inventory of resources will be taken and these programs will be developed. The three main areas in which the agency would work would be jobs, education, and recreation. Agency staff would work out of the Neighborhood Service Centers.

OPERATION:

The planning and operation of the Youth Service Agency will be carried out with involvement from the entire neighborhood. However, particular emphasis will be on youth involvement. The Youth Coordinator will assume responsibility for forming the youth groups, for providing them with professional assistance in making meaningful choices and for enabling them to actively carry out their functions. An attempt will also be made to undertake programs which can be run by youths and young adults.

TIME TABLE:

The YSA will be established immediately upon funding. Activities in the first year will be focused on:

- Coordinating and pulling together the programs of various organizations and agencies, proposing new programs where gaps exist and attempting to make all programs more effective.

- Developing a comprehensive plan for the scope of services that should be provided by a Youth Service Agency.

During the second year effort will be undertaken for individually tailored work with delinquent youth. The work might include group and individual counselling, work and recreational programs, employment counselling and special education (remedial, vocational). The key to the agency's success will be voluntary participation by the juvenile and his family in developing and following a plan of service or rehabilitation. (See attached flow chart in Problem Analysis section). The significant feature of this agency function is its mandatory responsibility to develop and monitor a plan of service for a group now handled for the most part, either inappropriately or not at all except in time of crisis.

FUNDING:

Model City Supplemental funds will be used to establish the agency during the first year and provide resources for operating some of the basic programs. During this year other funds will be sought from both state and federal programs and from local, private and institutional sources.

PROJECT ADMINISTRATION:

The project will be administered by the City of Rock Hill under the Assistant City Manager of Social and Economic Development.

COORDINATION:

One of the primary functions of this agency will be coordination. A close relationship with the Community Service Officers and Neighborhood Center Outreach workers will be developed.

EVALUATION:

Evaluation will be made as outlined under the section entitled evaluation.

EXHIBIT IV

INTRODUCTION.

Purposes: The primary purposes of the Youth Planning Project were:

a) Complete the preliminary groundwork for a proposed Youth Service Agency included in the First Action Year of Model Cities.

b) Offer summer employment to Model Neighborhood youth from low-income families.

c) Train the young people to use planning as a tool to analyze youth problems, acquaint them with Model City Planning processes, and to orient them to their local government and other resources in the community.

Personnel: Fifty-two Youth Planners were selected from their various Neighborhoods by the Neighborhood Presidents. Each of the Youth Planners worked fifteen hours a week, Two Youth Coordinators were responsible for daily supervision of the Youth Planners, recording number of hours worked, arranging meeting schedules, and making periodic and final reports and recommendations to the T & TA Committee, Neighborhood Associations, Model City Commission, and City Council.

Methods: Initially the Youth Planners identified problems and existing conditions that surround the youth of the Model Neighborhood Area and the City. In order to do this they compiled a sample survey,organized a distribution procedure, and tabulated the results so that a priority ranking could be established in order to offer a recommendation on the structure of the Advisory Committee to the Youth Service Agency. The Youth Planners had to work together to arrive at a practical and workable structure emphasizing communication channels and clear-cut lines of responsibility.

Program Content: The project covered a period of eight weeks. It began on June 22, and ended August 14. The activities includedwere:

First Week - A General orientation of Model Cities and the Rock Hill Government structure.

Second Week - Decentralization into Neighborhood Groups for identification of existing youth problems.

Third Week - Organization of the survey process and compilation of the survey.

Fourth Week - Survey conducted and results tabulated.

Fifth Week - Decentralization into Neighborhood Groups for proposing solutions to problems listed, compilation of second survey conducted and results tabulated.

Sixth Week - Discussion and plans for goals and recommended scope of services for Youth Service Agency.

Seventh Week- Preparation of organizational structure of Advisory Committee to Youth Service Agency.

Eighth Week - Youth Planning project reviewed and evaluated; final recommendations made.

Problem Analysis: The first survey conducted, the problem survey, presented some definite opinions from the young people who answered the surveys distributed by the Youth Planners.

The four highest-ranking problems were:

Employment
Education
Recreation
Juvenile Delinquency

The Survey showed that many youth in the Model Neighborhood Area are not offered job opporunities which will be beneficial to their future in the way of job training. It also showed that jobs in general are difficult to get because they are not publicized, the youth have no dependable communication channels to express their desires concerning jobs, and the youth are often not interested because their past experience has not emphasized the importance of acquiring employment experience to pave the way for their future.

In the area of education the respondents felt that schools do not offer the youth enough to keep them in school. Often the youth find themselves too far behind in their studies to continue or having to drop out of school in order to help support their families.

Major sources of problems in recreation were pinpointed as the lack of proper upkeep of the facilities (although the youth clearly recognizes juvenile destruction and vandalism as a contribution), no facilities located in some of the Neighborhood Areas, and no organized competitive leagues in which to compete during the summer (especially middle-late teens).

Main reasons for juvenile delinquency were seen as desire to gain attention among their peers, lack of money, nothing to do, and broken homes.

The following enclosed inserts are:

I. General statistics of respondents to the problem survey.

II. The problem survey.

III. General statistics of respondents to the solution survey.

IV. The solution survey.

## GOALS OF THE YOUTH SERVICE AGENCY

Solution Survey: Some solutions were offered for the top-ranking problems. Though they are very general, they were documented by the second survey conducted- the solution survey.

Goals:

Employment - Have qualified training program.

Education - Provide better counseling for personal problems; curriculum geared to future vocations.

Recreation - Have communication channel for youth to inform Recreation Department of their needs and wants in recreation.

Juvenile Delinquency- Getting youth more involved in activities such as church groups and recreation, and providing community-police relations, better counseling, and rehabilitation channels for juveniles to pass through.

## THE YOUTH SERVICE AGENCY

General Strategy: The Youth Planners envision the Youth Service Agency employing two basic types of strategies. The first would be that of acting as a coordinator by soliciting services desired by the youth from the available community and area organizations that can offer them. The agency would not only solicit these services but also help prescribe and steer them. The second approach is that of acting as an operator. This strategy would be necessary if no organization was available that could provide the desired services, or if such an organization was present but the services could not be arranged so that the youth might benefit.

The role of coordinator has some definite advantages in the areas of finances, time, and specialization. By requesting help from an outside organization and not having to finance the project the Youth Service Agency would be able to invest its resources in other services that the youth wants. The agency could also devote much more time to other needed areas. The agency would also be able to utilize specialized organizations which regularly provide the service and would be more experienced and capable.

The operational approach also provides some advantages. The areas of guidance and experimentation would benefit here. By having to finance at least part the service desired, the Youth Service Agency would have more control over the projects and also be able to open up new prospects for providing help in areas where none has been provided.

The following enclosed insert is an example of the Youth Service Agency's proposed general strategy.

Education: One of the needs that was pointed out was educational tutoring service. As a coordinator the Youth Service Agency could act as a spokesman in requesting the service desired from Clinton, Friendship and Winthrop Colleges, the public schools, and the State Department of Education. As an operational unit the Youth Service Agency could provide money for these institutions to make the service available.

Recreation: A service requested in recreation is that of having competitive leagues for the youth to compete in without having to pay a fee. As a coordinator the Youth Service Agency could solicit the City Recreation Department to provide the service, and as an operational unit it could fund the Recreation Department in the effort, or set some funds aside to provide the service itself by hiring qualified people to fill the needed positions.

Juvenile Delinquency: The desire for rehabilitation centers for Juvenile Delinquents with a first offense has been recognized by the youth surveyed by the Youth Planners. The Youth Service Agency in a coordinating effort could transfer the request for the youth to the York County Planning Commission, the South Carolina Council on Juvenile Delinquency, and the Rock Hill Police Department and City Council. Acting as an operator the Youth Service Agency could provide funds for these agencies to offer the service, and also use funds for research by an appropriate consultor in the area.

## RECOMMENDATIONS

The Youth Planners made some recommendations for the Youth Service Agency based on their experience of identifying and researching the problems facing Rock Hill and Model Neighborhood Youth.

Research: The Youth Service Agency should investigate new areas of youth environment so that services and help which are not being provided would be identified, evaluated, and made possible if the need is present.

Communication: New and more practical means of communication to the community's leaders and officials is suggested by the Youth Planners. These channels of communication should be structured so that they would be both functional and simple to use. An example of this would be an Advisory Board of youth to the City Council to inform Councilmen on youth needs. Also desired in communication is a "hot line" for youth to call at anytime to get help or information from a qualified person or groups.

Finances: The Youth Planners recognize the need of becoming acquainted with financial responsibility. They feel that if additional Youth Service Agency funds could be secured and earmarked for use by a group of youth for new and experimental areas, an experience in accounting for and budgeting money wisely. This money would be audited by a responsible authority such as the city auditing service or the Model Cities Staff.

Employment: A real need is felt by the Youth Planners for a Youth Employment Agency to provide community youth with an effective channel for employment opportunities.

Youth Advisory Committee: The Youth Planners recommend an Advisory Committee to the Youth Service Agency. This Committee would be made up of 9 youths - 7 from the Model Neighborhood Areas (a representative from each Neighborhood) and 2 from outside of the Model Neighborhood Area (but within the city limits of Rock Hill). This committee would have a group of 5 adult advisors representing the Chamber of Commerce, City Council, Police

Department, Model Neighborhood Associations and the Model City Staff. This adult group could recommend or veto any proposal by the Advisory Committee. If vetoed a proposal would be researched and evaluated again and brought up to be voted on again by the Advisory Committee. A 7 to 2 vote in favor of the proposal would override the veto.

The Youth Service Agency Director would be responsible for making administrative decisions in seeing that the Advisory Committee's recommendations are carried out. The Director would be responsible to the City Manager. He would be responsible for putting into execution the strategies and programs decided upon. Enclosed is the proposed structure.

Conclusion: The Youth Planning Project pointed out several weaknesses that presently exist within the Model Neighborhood Area. The identified problems are present because basically there is a lack of communication between the youth and the city's citizens regarding the young people's needs and desires. The Youth Planners feel that the Youth Service Agency would eliminate this apparent weakness and help provide the youth of Rock Hill with a means in which to do something about their undesirable situations.

The project as it presently appears, will be of much help in future efforts that the young people will undertake in order to better their community. The youth have had a valuable lesson in identifying problems and their existing conditions, conducting surveys to find out how others feel, and establishing a structure through which to work through to eliminate some of the problems. It is greatly recommended by the Youth Planners that an organization known as the Youth Service Agency be established and operate to benefit the community's youth.

EXHIBIT V

PROJECT CONTRACT
ROCK HILL, SOUTH CAROLINA
CITY DEMONSTRATION AGENCY

EXHIBIT I

PROJECT WORK PROGRAM

The Social and Economic Development Department of the City of Rock Hill, as the Second Party in this Contract for the project entitled "Youth Service Agency" shall conduct the project to satisfy the objectives jointly agreed upon in the project analysis conducted by the Planning and Management Department of the City. The major project objectives identified therein are as follows:

1. Intervene for youth in an advocacy role in governmental and agency decisions which affect them by bringing the problems and concerns of youth into a focus which fosters awareness, suggesting solutions for these problems or ways to improve conditions, working to see these solutions implemented, and advocating youth involvement in recreational, educational, employment, health, and social programs.

2. Meet the needs of at least 100 youths who are in need of social services by helping them move toward client-social worker determined goals as contained in each youth's treatment plan. Integral components of these treatment plans shall be referrals to appropriate agencies and corresponding follow-up.

3. Cause 50% of Tutorial Workshop students to re-enter school or remain in school and establish the Workshop as a permanent, on-going program.

4. Increase knowledge of and participation in youth and youth-related programs through various information dissemination devices, especially a newsletter.

5. Provide youth with an organization in which they have a predominant voice and through which they can speak to administrators and policy-makers. The Youth Advisory Council will administer a development fund which is to be used primarily as seed money to generate projects or programs with impacts of longer duration.

6. Coordinate and consolidate the efforts of the Y.S. A. with the three Homes in Rock Hill, especially at the administrative level, but also at the policy-making and operational levels.

In the performance of the Work Program, the Second Party shall ensure that every reasonable effort is made to provide its services to a broad base of Model Neighborhood Residents and that such services are coordinated to the